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SENATE

REPORT
100-357

SALEM MARITIME NATIONAL HISTORIC SITE

MAY 24 (legislative day, MAY 18), 1988.—Ordered to be printed

Mr. JOHNSTON, from the Committee on Energy and Natural Resources, submitted the following

REPORT

[To accompany H.R. 2652]

The Committee on Energy and Natural Resources, to which was referred the act (H.R. 2652) to revise the boundaries of Salem Maritime National Historic Site in the Commonwealth of Massachusetts, and for other purposes, having considered the same, reports favorably thereon without amendment and recommends that the act do pass.

PURPOSE OF THE MEASURE

The purpose of H.R. 2652 is to revise the boundaries of Salem Maritime National Historic Site in the Commonwealth of Massachusetts, and for other purposes.

BACKGROUND AND NEED

Salem Maritime National Historic Site was established in 1938 to commemorate the maritime history of New England and the Nation. This 8.95-acre National Historic Site preserves buildings and wharves typical of the historical period of the original maritime scenes along Salem Harbor.

H.R. 2652 would revise the boundaries of Salem Maritime National Historic Site to include approximately 0.07 acre of land in the Derby Street Historic District. This land includes a 3-story, red brick masonry building which was constructed in 1909 and has been used until recently by the St. Joseph's Roman Catholic Polish Club.

Since the establishment of the Salem Historic Site, the National Park Service has used the existing park structures for visitor, oper-

S313-13

ational, and administrative purposes. However, the visitation to this site has increased to over 800,000 visitors per year so that the mixing of visitor and administrative functions within historic structures has resulted in diminished visitor experience and administrative ineffectiveness. This inclusion of St. Joseph's Hall within the site would allow the flexibility of moving the maintenance, operations and administrative activities from three of the site's most significant structures to St. Joseph's Hall.

The Park Service believes that the acquisition of St. Joseph's Hall would meet documented management needs of the part and would, at the same time, contribute to local historic preservation efforts. Located in one of Salem's historic districts, this building has been vacant for 2 years due to strong neighborhood resistance to any development that would increase neighborhood densities.

Legislative History

H.R. 2652 passed the House on October 5, 1987. A hearing was conducted by the Subcommittee on Public Lands, National Parks and Forests on March 3, 1988.

At the business meeting on Wednesday, May 11, 1988, the Senate Committee on Energy and Natural Resources ordered H.R. 2652, favorably reported.

Committee Recommendations and Tabulation of Votes

The Senate Committee on Energy and Natural Resources, in open business session on Wednesday, May 11, 1986, by a unanimous vote of a quorum present, recommends that the Senate pass H.R. 2652, as described herein.

The rollcall vote on reporting the measure was 18 yeas, 0 nays, as follows:

YEAS	NAYS
Mr. Johnston	
Mr. Bumpers	
Mr. Ford	
Mr. Metzenbaum	
Mr. Bradley	
Mr. Bingaman	
Mr. Wirth	
Mr. Fowler	
Mr. Conrad	
Mr. McClure	
Mr. Hatfield *	
Mr. Weicker	
Mr. Domenici *	
Mr. Wallop *	
Mr. Murkowski *	
Mr. Nickles	
Mr. Hecht	
Mr. Evans	

* Indicates voted by proxy.

Section-by-Section Analysis

Section 1 revises the boundary of the Salem Maritime National Historic Site to consist of the lands and interests in lands as generally depicted on the map entitled "Boundary Map, Salem Maritime National Historic Site, Salem, Massachusetts", numbered 373-80,011, and dated April 1987. The map is to be on file and available for public inspection. The Committee notes that the revised boundary incorporates the building at 160 Derby Street, Salem, Massachusetts, known as St. Joseph's Hall.

Section 2 authorizes the Secretary of the Interior to acquire lands or interests in lands within the bounary of the national historic site by donation, purchase with doanted or appropriated funds, or exchange. Lands or interests in lands owned by the Commonwealth of Massachusetts or any political subdivision thereof may only be acquired by donation. Lands or interests in lands acquired by this Act shall become part of the national historic site and subject to all laws and regulations applicable to it.

The Committee recognizes that, pursuant to an understanding between the National Archives and Records Administration and the National Park Service, the archival collection presently housed in Salem which constitutes some 700 linear feet of documents, will be maintained and managed by the National Archives and Records Administration at its Waltham, Massachusetts facility. Certain original archival materials selected by the National Park Service and the National Archives and Records Administration will be promptly loaned for public display and enjoyment at the Custom House in Salem. The National Park Service will have access to the original archival materials on a permanent basis although the specific documents on display may change by agreement of the National Archives and Records Administration and the Natiional Park Service. The Committee also understands that the National Archives and Records Administration has agreed to microfilm the collection for the National Park Service for research purposes.

Within 90 days following enactment of the Act, both the National Park Service and the National Archives and Records Administration will report to the appropriate committees of both the House and Senate on the progress each has made in this regard, including but not limited to any formal agreements entered into between the two agencies as well as steps to be taken to ensure the proper cataloging, restoration and preservation of these important archives.

Cost and Budgetary Considerations

The following estimate of the cost of this measure has been provided by the Congressional Budget Office:

U.S. Congress,
Congressional Budget Office,
Washington, DC, May 23, 1988.

Hon. J. Bennett Johnston,
Chairman, Committee on Energy and Natural Resources, U.S. Senate, Washington, DC.

Dear Mr. Chairman: The Congressional Budget Office has reviewed H.R. 2652, an act to revise the boundaries of Salem Mari-

time National Historic Site in the Commonwealth of Massachusetts, and for other purposes, as ordered reported by the Senate Committee on Energy and Natural Resources, May 11, 1988. CBO estimates that the enactment of this legislation would result in a cost to the federal government of about $300,000 in fiscal year 1989, assuming appropriation of the necessary sums.

H.R. 2652 would revise the boundary of the Salem Maritime National Historic Site to include the St. Joseph's Polish Roman Catholic Society Building. The Secretary of the Interior could be authorized to acquire the addition by donation, purchase or exchange. Based on information obtained from the National Park Service, we estimate that the building and any related property would cost about $300,000. Additional annual operating and maintenance costs are not expected to be significant.

No costs would be incurred by state or local governments as a result of enactment of this legislation.

If you wish further details on this estimate, we will be pleased to provide them.

Sincerely,

JAMES L. BLUM,
Acting Director.

REGULATORY IMPACT EVALUATION

In compliance with paragraph 11(b) of Rule XXVI of the Standing Rules of the Senate, the Committee makes the following evaluation of the regulatory impact which would be incurred in carrying out H.R. 2652. The Act is not a regulatory measure in the sense of imposing Government-established standards or significant economic responsibilities on private individuals and businesses.

No personal information would be collected in administering the program. Therefore, there would be no impact of personal privacy.

Little, if any, additional paperwork would result from the enactment of H.R. 2652, as reported.

EXECUTIVE COMMUNICATIONS

The pertinent legislative report received by the Committee from the Department of the Interior setting forth executive agency recommendations relating to H.R. 2652 is set forth below:

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, DC, November 12, 1987.

Hon. J. BENNETT JOHNSTON,
Chairman, Committee on Energy and Natural Resources, U.S. Senate, Washington, DC.

DEAR MR. CHAIRMAN: This responds to your request for our views on H.R. 2652, as passed by the House of Representatives, "To revise the boundaries of Salem Maritime National Historic Site in the Commonwealth of Massachusetts, and for other purposes."

We recommend enactment of H.R. 2652.

Salem Maritime National Historic Site was established by Secretarial Order on March 17, 1938, to commemorate the maritime history of New England and this Nation. This 8.95-acre national his-

toric site preserves buildings and wharves typical of the historical period of the original maritime scene along Salem Harbor.

H.R. 2562 would revise the boundaries of Salem Maritime National Historic Site to include approximately 0.07 acre of land on the corner of Derby Street and Palfrey Court in the Derby Street Historic District. On this land is located a 3-story, red brick masonry building constructed in 1909 and formerly used as a private club by the St. Joseph's Roman Catholic Polish Club.

Since the establishment of the site, the National Park Service has used the existing park structures for visitor, operational, and administrative purposes. Initially these actions were efficient and provided for a satisfying visitor experience as well as proper resource preservation and park administration. However, with the passage of time, the visitation to this site has increased to over 800,000 visitors per year so that the mixing of visitor and administrative functions within historic structures has resulted in a diminished visitor experience, administrative ineffectiveness, and unwarranted impacts to the unit's resources.

To be more specific, with the exception of the 1670 Narbonne House and the contemporary comfort station, park structures accommodate a mixture of visitor and interpretive uses, maintenance operations and storage, artifact and archive storage, and administrative activities simultaneously. Therefore, the inclusion of St. Joseph's Hall would provide the flexibility of moving the maintenance, operations, and administrative activities from three of the park's most significant structures (the 1819 Custom House, the 1761 Derby House, and the 1775 Hawkes House) to St. Joseph's Hall. This action would relieve the overcrowded conditions and would greatly reduce the destructive wear and tear on the historic fabric within the park.

The inclusion of St. Joseph's Hall within the boundary is documented in a planning and research document approved in 1986 entitled "Park Building Use and Operational Space Analysis: Salem Maritime National Historic Site, Salem, Massachusetts". This acquisition, therefore, would meet minimum documented management needs of the park and would, at the same time, contribute to local historic preservation efforts. Located in one of Salem's historic districts, this building has been vacant for two years due to strong neighborhood resistance to any development that would increase neighborhood densities. There appears to be strong support locally for the inclusion of this structure within the park boundaries.

As Salem Maritime National Historic Site approaches its 50th anniversary, the pressures upon park resources continue to increase, especially since the park is participating as a designated site in the bicentennnial celebration of both the U.S. Constitution this year and the U.S. Customs Service in 1988. The enactment of H.R. 2652 could assist in addressing some of these pressures.

Although the estimated cost of acquisition of this building is approximately $260,000, we do not intend to request additional appropriations to purchase this property. Moreover, fiscal constraints may prevent us from taking action in the immediate future to acquire the property, and acquisition of this property must be weighed among other land acquisition priorities. We are now pro-

posing land acquisition funds only for deficiency court awards and for emergency and hardship acquisitions. We plan, therefore, to review the current list of properties planned to be acquired to determine whether or not funds can be reprogrammed for this purpose. We will also explore opportunities to seek non-Federal sources of funding. With that understanding, we support H.R. 2652.

The Office of Management and Budget has advised that there is no objection to the presentation of this report from the standpoint of the Administration's program.

Sincerely,

WILLIAM P. HORN,
Assistant Secretary.

CHANGES IN EXISTING LAW

In compliance with paragraph 12 of Rule XXVI of the Standing Rules of the Senate, the Committee notes that no changes in existing law are made by the Act H.R. 2652, as reported.

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